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ABSTRACT

The report of the National Advisory Council for Career Education (NACCE) presents a design for structuring and legislatively implementing elementary and secondary career education at the national level. Part 1 of the report, recommendations for career education legislation, provides a funding schedule over a five-year period to accomplish nine major objectives: State plans for career education; statewide coordination of career education; statewide evaluation of career education; career education review for school board members, school administrators, and community leaders; inservice development of instructional personnel; inservice development of career education counselors; appointment of local career education coordinators; preparation of career education coordinatrs; and purchase of career education instructional materials and supplies for local schools. Part 2, statement of rationale, argues that the U.S. is ready for extending the developmental authority of the Commissioner of Education through Federal legislation to further integrate career concepts into the mainstream of American education. Furthermore, it proposes the adoption of new Federal legislation designed to assist the States in implementing career education. Part 3, membership and activities of the Council, lists Council members and commissioned papers, and describes the Council's organizational activities, structure, meetings, and various committees. (Author/JR)

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NATIONAL ADVISORY COUNCIL FOR CAREER EDUCATION

INTERIM REPORT WITH RECOMMENDATIONS FOR LEGISLATION

November 1975

CE 005417

National Advisory Council for Career Education

Interim Report with Recommendations for Legislation

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This report is published under provisions of Public Law 93-380, Section 406 of the Education Amendments of 1974.

The opinions expressed in this report do not necessarily reflect the position or policy of the U.S. Office of Education, and no official endorsement by the U.S. Office of Education should be inferred.

National Advisory Council for Career Education, 1975

Table of Contents

INTRODUCTION 1

PART I RECOMMENDATIONS FOR CAREER EDUCATION LEGISLATION 5

PART II A STATEMENT OF RATIONALE 17

PART III THE MEMBERSHIP AND ACTIVITIES OF THE COUNCIL 29

Introduction

This report is the first formal expression (apart from brief Congressional testimony) of the National Advisory Council for Career Education. Established by the Education Amendments of 1974 (P.L. 93-380), and first assembled in April, 1975, the Council is charged by Congress with two general tasks:

1. To assess, monitor and report upon the condition of career education as a reform movement in the United States, and

2. To recommend to Congress appropriate legislation for the furtherance of career education.

The charge further asks that recommendations for legislation be submitted to Congress by November 1, 1975. Ideally, the Council should have had time to undertake a major survey and evaluation of the progress of career education as an orderly prelude to any substantial legislative proposals. However, the ebb and flow of the legislative process, with inexorable and immediate deadlines for renewal of related law, such as the Vocational Education Act and the Higher Education Act, have pushed the Council to take at least an initial position in the fall of 1975 before the survey and evaluation is completed next spring. This report, particularly in its Part I, advances that position for the consideration of Congress.

The legislative design we offer at this time is not intended to be comprehensive, but rather it addresses the areas of greatest immediate need. Nor is it cast in a sweeping, creative mode, which might carry a message of a vast reform of education. For example, the present legislative recommendations do not specifically address the career education needs and opportunities in postsecondary institutions, nor do they address the very large issue of adult education. It gives only modest attention at this time to the place of industry and labor in the potentially revolutionary systems of human development that may lie ahead. It is silent on advisory councils, curriculum, manpower projections, placement services, and many other features of the career education concept.

But it is a start. It focuses essentially upon elementary and secondary schools, for it is in this sector that the movement of the legislative process called for prompt articulation with other legislation. The design we propose should therefore be viewed as only an incremental measure for the present, enlarging slightly upon the actions of Congress in 1972 (P.L. 92-318, Title X, Part B. Occupational Education Programs) and 1974 (P.L. 93-380,Part IV, Section 406, Career Education) and reconciling those articles of law with other evolving legislation.

In brief we have endeavored to advance the level of authorized program support under federal leadership from the present demonstration context to a limited developmental context. We have reaffirmed the tradition of placing primary responsibility for educational development in the states, with the Commissioner of Education authorized to fund and monitor the developmental resources cited herein. We have attempted to elevate the essential place of the career counselor in the totality of the concept. We have removed the funding authorities for program support from reliance upon vocational education and other authorities, thereby hoping to diminish the still prevalent confusion between career education and vocational education. We have endorsed the present organizational structure of the Office of Career Education, reporting directly to the Commissioner of Education asking that the existing authorities of that office, dealing with demonstration modes be continued, undergirding the proposed development modes with substantial increases in staff. We have endorsed the very essential work of the National Institute of Education in its research, analytic and dissemination responsibilities relating to career education and agree with the high priority given to career education in that agency, both in the statutes and in the agency's performance.

The authorities sought in this proposal are therefore essentially those of staff development and capacity building at State and local levels, leadership identification at State and local levels, community engagement in planning, statewide evaluation, and the installation of a network of informed and committed professional people flowing from the federal level, through the States to the school districts and classrooms. This is, accordingly, a fairly straightforward design for structuring educational innovation, limited for the present to the elementary and secondary level, and concentrating on the readying of the system for larger and more comprehensive implementation legislation to follow.

While the Council has been in place only a short time (seven months), and while the scope of the proposed legislation is correspondingly constrained, the Council clearly envisions much larger and more fundamentally reform-oriented legislation to follow. But until more facts are at hand to give us explicit and documented evidence of the promise of career education we have chosen the route of incremental change, as described herein. Within a year or two, as surveys and evaluations are completed, we will hope to return to Congress with hard evidence to show that indeed career education in the largest context is a key to the future of education in America, for all levels of learners... and that it is worthy of comprehensive legislation and funding on a scale equivalent to other Congressional initiatives of heroic dimension, such as the Elementary and Secondary Education Act of 1965, and the accrued laws affording immense support for postsecondary student aid.

But until the evidence is in, such initiatives must wait. If, indeed, the evidence over the next two or three years fails to produce significant promise for the broad installation of career education, the Council would not be likely to seek an enlargement of the presently proposed initiative.

The Council, upon submitting this report to Congress, believes that this first step is essential as a basis for affirming the place of career education in federal law. We will work diligently in behalf of Congress and the Administration in carrying forward our statutory charge, and will stand ready to respond to further amplification of this report and assist in its translation into the language of law as Congress may request.

S. P. Marland, Jr.
Chairman
National Advisory Council
for Career Education

Part I: Recommendations for Career Education Legislation

This proposal for incremental implementation of career education at the K-12 level provides for a funding schedule over a five-year period to accomplish nine major goals. Each of these goals is related to positive implementation in each of the states of the concepts of career education, to the end that all school districts and as soon as possible all of American education will have generally integrated career education into the educational structure.

The nine major goals include: (1) state plans for career education; (2) statewide coordination of career education; (3) statewide evaluation of career education; (4) career education review for school board members, school administrators, and community leaders; (5) inservice development of teachers; (6) inservice development of counselors for career education; (7) appointment of local career education coordinators; (8) preparation of career education coordinators, and (9) purchase of instructional materials and supplies for local school career education activities.

It is recognized in this proposal that a long-term proposal for maintaining and expanding career education at all levels will become necessary. Turning the entire American educational system around cannot be limited to a one five-year effort. Thus, the long-term design beginning with this modest and incremental approach, must provide quality control for the evolution of career education in America through federal leadership.

Administration at the Federal Level

Funds appropriated pursuant to this proposal shall, with the advice of the National Advisory Council for Career Education, be administered by the U.S. Commissioner of Education through the Director, Office of Career Education. Funds shall be allocated to the states and territories upon a general population basis and the states are required to allocate funds to each of the nine elements of the proposal.

The Commissioner of Education shall:

(A) Prepare and promulgate specifications related to the preparation of State plans for career education.

(B) Initiate a review and approval procedure for State plans; no State shall receive funds for career education until its plan shall have been approved by the Director.

(C) Set minimum standards and rules and regulations for all parts of this proposal and shall provide leadership to the States in this implementation effort.

(D) Conduct an annual meeting of all State coordinators of career education for the purpose of reviewing standards of performance and evaluation results and methodology related to career education among the States.

(E) Maintain liaison relationships with those National Advisory Councils having direct concern for and involvement in career education, including the National Advisory Council on Vocational Education, the National Advisory Council on Adult Education, the National Advisory Council on Bilingual Education, the National Advisory Council on Community Education, the National Advisory Council on the Education of Disadvantaged Children, the National Advisory Council on Indian Education, the National Advisory Committee on Handicapped Children, the National Advisory Council on Women's Educational Programs, the National Commission for Manpower Policy, and other appropriate agencies of government.

Special Note: Any new or expanded Career Education Program will require increased staff and administrative resources for both the U.S. Office of Career Education and the National Advisory Council for Career Education to effectively implement the program.

1. State Plans for Career Education

State plans are to be prepared by each State, according to guidelines issued by the U.S. Commissioner of Education. Each State receiving federal funds for career education must have its plan approved by the Commissioner of Education, assisted

by the Director, Office of Career Education prior to receipt of such funds. The Commissioner shall require the examination of each plan to determine that the plan will in fact provide procedures to meet all of the objectives of the Act. Adequate provisions for recognizing and accommodating persons with special needs, including the handicapped, must be a part of the plan.

One of the central themes of career education which will call for particular attention in State plans is the involvement of industry, labor and business in the processes of education. There is strong evidence of the readiness of the business community to engage supportively and affirmatively in the career education movement, but the initiative resides, appropriately, in the established education structure. Creative examples of partnerships between the schools and the work sites are emerging. States will find a variety of ways to establish these essential, mutually supportive linkages. The Commissioner should encourage, through guidelines for State plans, the construction of innovative and powerful new modes relating the schools to work.

If certain areas of a plan need additional clarification, the Director shall maintain communication with the State(s) concerned until the plan has been adjusted and deemed to be acceptable by the Commissioner, and that the plan conforms to the published guidelines for the preparation of a State plan for career education. State plans for career education will need to be adjusted by the State from time to time in order to conform to changing State needs. All such changes in the State plan must have prior approval of the Commissioner of Education.

Funding. It is estimated that at least $50,000 annually will be required for the preparation, implementation, and continuous review of the State plan.

Total funds needed/year $2,750,000

2. Statewide Coordinator for Career Education

Each State shall employ a person at the State level who will act as a statewide coordinator for career education whose primary responsibility will be directed toward implementation of career education concepts in the local school districts of the State.

No State plan will be approved for any State educational agency that does not have at least one professional person on its staff devoting full-time to career education.

The statewide coordinator shall be responsible for the general supervision of all parts of this Act and for the maintenance of records related to the transactions, plans, and other activities generated by the funding under this Act.

The State coordinator shall: (1) plan the inservice development programs for teachers and other instructional personnel; (2) plan the inservice development programs for counselors; (3) plan for the review of programs of career education designed for school board members and school administrators; (4) coordinate the planning for funding of local career education coordinators in local school districts; (5) arrange for evaluative reports of the progress of the statewide activities under this Act; (6) develop the criteria for funding school districts that qualify for instructional material funding and plan for the distribution of such funding; (7) prepare criteria for contracts with institutions to carry out plans for items (1), (2), (3), if the State elects to contract these responsibilities; (8) plan for and conduct, as needed, statewide conferences on career education involving both education and general community personnel.

Funding

A State that is already devoting a minimum of $10,000 of its own funds shall be granted a flat allowance of $10,000 to be used within the general category of "State education agency career education personnel."

Total funds needed/year $0.55 million

3. Statewide Evaluation of Career Education

Each State must prepare an annual evaluation report on career

education for the State showing progress in implementation of career education. The report must include evidence of an accountability nature.

The primary purpose of this proposal is to initiate a maximum career education implementation effort among the States. Records must be kept by the State which will indicate the nature and extent of progress toward implementation. The general outlines for the evaluation of career education will be prepared by the Commissioner of Education, assisted by the Director, Office of Career Education and provided to the States.

Funding

Estimate a maximum of $100,000 for each state

Total funds needed/year $5,500,000

4. Career Education Review for School Board Members, School Administrators, and Community Leaders

Implementation of career education depends greatly upon the actions of policy-making groups, policy administration groups, and the community at large. This section provides for a comprehensive attempt in each State to involve school board members, school administrators, and an equal number of community leaders (business, industry, labor, and at large) in special sessions in which concepts, principles, and practices of career education are reviewed. It is proposed that special meetings be held for such groups throughout a State in order to present the basic elements of career education for discussion and to develop an understanding of career education as part of the entire educational process.

Funding

Total number of school districts	16,920
Total number of schools affected (Elem & Sec.)	90,867

Est. One administrator per school affected	90,867
Est. three board members per school district	50,760
Total	141,627
Est. equal number of community leaders	141,627
Total	283,254

Est. 20% per year, or 56,651 school board members, school administrators, and community leaders.

Est. cost per person per year at $100

Funds needed/year $5,665,100

5. Inservice Development of Teachers, and Other Instructional Personnel

In order that career education make its full impact it is imperative that teachers and other instructional personnel become acquainted with the purposes, principles, conditions, practices, techniques, materials of career education, and that they have some practice in adaptation of such information to their local conditions.

Reaching such key personnel is the major problem to be considered in this section. The kind of a program to be initiated by a State (conducted either by the State or by contract with an educational institution) should be based upon criteria issued by the Commissioner of Education, assisted by the Director, Office of Career Education. The State plan for career education should reflect in considerable detail how the State intends to manage the total problem of the inservice training of teachers and others in relation to career education. Although the States have a number of options in implementing the inservice career education program in the State the treatment cannot be superficial. Teachers must have as much opportunity as possible to become involved with the concepts and purposes of career education and should be able to rationalize these concepts and purposes in terms of an action program in their own school. In addition each school should be presented with a "kit" of information and suggestions by the State which will assist the school to get started in the process of implementation of career education.

Each state will be confronted with the problem of how to conduct the inservice training programs for teachers and must have the freedom to adjust their methodology to the conditions in their State. The size of the problem is tremendous.

Funding

Funding is suggested on the basis of two principal problems: (1) costs of preparing the material for inservice programs and the costs of actually conducting the programs throughout the State. (It is intended that such programs be conducted throughout the State in many locations and for reasonably small groups at a time in order to facilitate discussion and adaptation of career education concepts and methodology), and (2) reimbursement in part of the costs of teachers attending the inservice programs. This is particularly important where teachers are giving their own time to the inservice program.

Total number of teachers (Total, Pub., Elem. & Sec., Est. Fall'75, NCES)	2,178,000
Estimate it is possible to reach 85% of teachers	1,851,300
Estimate that it is possible to reach at least 20% of the teachers each year	370,260
Est. Cost/teacher at $95 (Cost of programs ± $35) (Teachers' travel ± $60)	
Funds needed/yr.	$35,174,700

6. Inservice Development of Counselors for Career Education

Guidance and counseling personnel employed in the public elementary, secondary, and postsecondary schools should play a central role in career education. More than 50,000 such persons are employed in the United States and they are all professionally prepared for the positions they hold.

Because career education is a comparatively new concept in the educational enterprise few of these counselors will have had any professional training in the area of career education. In order to maximize the contribution of guidance and counseling personnel it is imperative to prepare a professional review program in career education in which such personnel can participate.

It is proposed that all guidance and counseling personnel have an opportunity to participate in a seminar-workshop type program in which the basic intent of career education is presented and in which guidance and counseling personnel can discuss their roles and relationships to the developing national movement in career education. It is exceedingly important that career guidance concepts are integrated into the professional preparation of guidance and counseling personnel so that they may serve more effectively in career education endeavors. It is further proposed that such preparation take the form of short-term seminars in each state directed toward helping counselors improve and upgrade their skills and knowledge with respect to such topics as career education concepts, the world of work, career decision-making skills, and basic understandings of the free enterprise system. As the program matures, seminars should subsequently address counseling for mid-life career changes, career counseling of adults, assessment and appraisal of career development, and career development theory and practice. Although the States must be free to provide such preparation as they feel is consistent with their particular needs, the Commissioner of Education, assisted by the Director, Office of Career Education, will furnish each State coordinator of career education with guidelines for such short-term seminars. Such guidelines will include suggestions of minimum essentials determined by the Commissioner of Education.

Funding

Total Guidance and Counseling Personnel (Pub. E&S, US 71-72, NCES)		52,386
Est. Reach 85%		44,512
Est. reach 20%/year		8,902
Est. Cost/person at $500	Total needed/year	$4,451,000

(Cost of preparation of program/person ± $350)
(Cost of travel & Expenses/person ± $150)

7. Appointment of Local Career Education Coordinators

The effective implementation of career education, as a collaborative effort involving a wide variety of education and community personnel, demands the presence of local or district career education coordinators. The local career education coordinator performs three essential functions: (1) Serves as a link among educational and community personnel in ways that ensure effective working relationships; (2) Serves to encourage the continuing involvement in and enthusiasm for career education throughout the community; and (3) Serves as a source of technical assistance to persons involved in career education.

Funding

The number of local career education coordinators needed will vary widely depending on the size of school districts and patterns of educational organization existing within States. Thus, disbursement of funds appropriated for this section must be made at the discretion of the chief state school officer in each State education agency as reflected in the State plan. States may establish cooperative arrangements among local school districts, both within States and across State lines, taking into consideration designated economic areas. Federal funds should be used as incentives for State and local education agencies to employ, using largely their own funds, local career education coordinators. Allocation of funds under this title should, thus, be based on a formula that takes into account the pupil population, K-12, in each State. If these incentive funds average $200,000 per State, a total of $10 million will be required. If these funds are available annually on an arrangement that calls for a 5:1 State and/or local overmatch, a sufficient number of local career education coordinators can be employed to perform the three essential functions outlined above.

8. Preparation of Career Education Coordinators

This section provides funding to a State for use by institutions with career education programs to provide summer and throughout the year upgrading activities for employed career education coordinators. This is an "outreach" program for employed career education coordinators, not a preservice program.

Many universities offer preparation programs for teachers and counselors that contain the foundations of career education. Contracts to conduct this needed preparation will be made by the Commissioner of Education. Eligible agencies will include institutions of higher education, State education agencies, local education agencies (including consortia of LEAs) and nonprofit organizations.

Career education coordinators will represent a variety of professional backgrounds and training. Funds provided for this training activity will be used to unify a State's effort in career education by upgrading the team of people known as local district career education coordinators.

Funding

Number of school districts	16,920
Est. Possible to reach 85% of coordinators	14,365
Est. 20% per year	2,873

Est. training period at 30 days/yr.
Est. training costs at $100/day
(Expenses for individual $35)
(Training costs/individual $65)

2,873 persons/year, at $3,000/year

Funds needed/year $8,619,000

9. Purchase of Instructional Materials and Supplies for Local School Career Education Activities

This section provides for the allocation of funds to school districts that have appointed career education coordinators, and who need additional funds for the purchase of career education materials for their career education resource center.

In recent years, particularly with the advent of interest in career education, a large amount of instructional materials and supplies for career education and simulated career exploration programs has been made available to schools by commercial companies. Schools must have access to such materials. The purpose of this section is to make it possible for the State to provide, in a minimum way, funds for the purchase of such materials. Not all school districts will need such funds but it is the goal of this section to be sure that all of the 16,920 school districts have at least a minimum amount of such instructional materials. These funds would be allocated to districts at the discretion of the chief state school officer according to the State plan.

Funding

Est. funding needed/year	$6,000,000

Summary of Funding

1.	State plans	$ 2,750,000
2.	State Coordinators	550,000
3.	Statewide evaluation	5,500,000
4.	School Boards, Administrators, Public	5,665,100
5.	Inservice development of teachers	35,174,700
6.	Inservice development of counselors	4,451,000
7.	Local career education coordinators	10,000,000
8.	Preparation of career education coordinators	8,619,000
9.	Instructional materials	6,000,000
	Total Funding	$78,709,800

Part II: A Statement of Rationale

The foregoing section of this report detailing an incremental stage of development for career education leadership from the federal government derives from the Council's consideration of numerous options. This part (Part II) summarizes briefly the rationale leading the Council to its position.

Over the last few years American educators have faced increasing demands to make education relevant to the world of work. Career education can meet that challenge. Students need career education: millions leave high school and college each year with no salable skills. The public supports it: a recent Gallup poll found 90% of those questioned in favor of education giving more emphasis to the study of trades, professions, and businesses in order to help students make informed career choices. Federal legislation has encouraged greater attention to this need. Section 406, Public Law 93-380 has proven to be a valuable stimulus as Congress apparently intended. States are reacting with enthusiasm: fourteen state legislatures have enacted career education legislation thus far. Career education is working: while the concept is new, available data as well as student and teacher response demonstrate that attitudes toward work are more positive and students are learning more in career education programs, not only in occupationally related curricula, but in academic subjects.

To date, however, these efforts have been modest. Experiments, demonstration projects, and exemplary programs reach only a tiny fraction of American students. It is the judgment of the National Advisory Council for Career Education (NACCE) that the time is ripe for greater federal leadership and financial support of career education. To that end, the NACCE is proposing that legislation be enacted which will begin to integrate career education into the total educational structure.

Conditions Calling For Educational Reform

The criticisms currently leveled against American education for failing to prepare students for the world of work are identified in the Office of Education policy statement on career education:

1. Too many persons leaving our educational system are deficient in the basic academic skills required for adaptability in today's rapidly changing society.

2. Too many students fail to see meaningful relationships between what they are being asked to learn in school and what they will do when they leave the educational system. This is true of both those who remain to graduate and those who drop out of the educational system.

3. American education, as currently structured, best meets the educational needs of that minority of persons who will someday become college graduates. It fails to place equal emphasis on meeting the educational needs of that vast majority of students who will never be college graduates.

4. American education has not kept pace with the rapidity of change in the postindustrial occupational society. As a result, when worker qualifications are compared with job requirements, we find overeducated and undereducated workers present in large numbers. Both the boredom of the overeducated worker and the frustration of the undereducated worker have contributed to growing worker alienation in the total occupational society.

5. Too many persons leave our educational system at both the secondary and collegiate levels unequipped with the vocational skills, the self-understanding and career decisionmaking skills, or the work attitudes that are essential for making a successful transition from school to work.

6. The growing need for and presence of women in the work force has not been reflected adequately in either the educational or the career options typically pictured for girls enrolled in our educational system.

7. The growing needs for continuing and recurrent education of adults are not being met adequately by our current systems of public education.

8. Insufficient attention has been given to learning opportunities which exist outside the structure of formal education and are increasingly needed by both young and adults in our society.

9. The general public, including parents and the business-industry-labor community, has not been given an adequate role in formulation of educational policy.

10. American education, as currently structured, does not adequately meet the needs of minority or economically disadvantaged persons in our society.

11. Post high school education has given insufficient emphasis to occupational educational programs in harmony with academic programs.

Each of these criticisms centers on the relationship between education and future employment opportunities of individuals. Programs designed to meet these criticisms must find a common ground between the worlds of education and work. One approach that has gained acceptance in recent years is career education. Although the term is of recent vintage, career education has had a considerable impact on American education.

What is career education?

The NACCE has endorsed the definition of career education found in the Office of Education Policy Statement on Career Education which defined the term as follows:

> "career education is the totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living."

In 1974 the U.S. Congress used a similarly broad approach in defining the term career education. The language of the 1974 Amendments, unlike the language of the 1972 Amendments, confined its definitional passages primarily to elementary and secondary education. Career education was defined as an education process designed:

- o to increase the relationship between schools and society as a whole
- o to relate the curricula of schools to the needs of persons to function in society
- o to provide opportunities for counseling, guidance and career development for all children
- o to extend the concept of the education process beyond the school into the area of employment and the community

- o to foster flexibility in attitudes, skills, and knowledge in order to enable persons to cope with accelerating change and obsolescence.

- o to eliminate any distinction between education for vocational purposes and general or academic education

While some degree of specificity is required for legislative purposes, it is clear that career education involves and engages the participation of much more than the traditional formal education system. The primary goals of career education (breaking down the distinctions between academic and vocational learning and bringing the worlds of education and work closer together) are broad. Any definition of the concept must similarly be both broad and encompassing.

Public Attitudes and Career Education

Gallup Polls and National Institute of Education (NIE) surveys have repeatedly demonstrated that Americans value education primarily as preparation for work, better jobs and economic success. A 1972 Gallup Poll, for example, concluded that Americans are practical people "who firmly believe that education is the royal road to success in life." When asked why they wanted their children to get an education, 44 percent replied "to get better jobs;" 38 percent answered "to make more money, achieve financial success." A 1973 Gallup Poll asked "Should Public Schools give more emphasis to a study of trades, professions, and businesses to help students decide on their careers?" The responses were:

Yes, More emphasis	90%
No	7%
No opinion	3%

A 1973 study for the NIE found "a strong and consistent preference for job skills above all other outcomes" of a high school education. Virtually all subgroups of the population agreed on the primary importance of job skills. What makes this evidence even more compelling is that these polls were taken before the decline in

the economy became most apparent. A recent Department of Labor study indicated that of 55,000 students graduating with Bachelor's degrees in psychology next spring, only 4,500 will find jobs related to their field. The uncertainty of the economy and the worsened employment picture suggest that such factors will increase public support for career education.

Existing Career Education Legislation

Since 1971 the Office of Education has used existing legislative authorizations to fund career education programs and projects. The major pieces of legislation include titles under:

1. The Vocational Education Act of 1963, as amended
2. The Education Professions Development Act
3. The Higher Education Act of 1965
4. Education of the Handicapped Act of 1970
5. The Elementary and Secondary Education Act of 1965
6. Title III of the Education Amendments of 1972 which created the National Institute of Education and authorized career education programs as a responsibility of NIE
7. The Education Amendments of 1974, Section 406 which established in the Office of Education, the Office of Career Education with the authority to demonstrate the concept of career education.

Comprehensive federal education legislation which has furthered the goals and objectives of career education are: Part B, Title X of the Education Amendments of 1972 (P.L. 92-318), Occupational Education Programs (unfortunately never funded); and the Special Projects Act of the Education Amendments of 1974 (P.L. 93-380), cited in No. 7 above, with authorized funding at up to 15 million.

There is considerable programmatic and definitional overlap among the activities generated from these legislative authorities. Much of the overlap stems from a Congressional concern that education (or training) be related to future employment opportunities. This interest was expressed in both the Education Amendments of 1972 and the Amendments of 1974, and can be seen in Vocational Education legislation. Programs in Social Security, Health, and especially in the Manpower Administration also seek to relate education and training programs to future employment opportunities.

The National Advisory Council for Career Education through this report seeks to commence a rationalization of these overlapping and redundant laws.

The States and Career Education

Federal money and public interest in career education have generated substantial activity by State governments. Yet, much remains to be done. For example, while 55 of the 57 States and Territories have appointed career education coordinators, only 27 States use state funds to pay salaries of these coordinators. While state efforts have reached 2.5 million elementary pupils, 15.5 million elementary pupils have yet to be exposed to career education. Finally, while 44,520 secondary teachers have received inservice development in career education, this represents only 8.4% of the 525,574 employed in 1974.

The future of career education will depend largely on continued and increased support at the state level. But testimony presented to the NACCE by state officials has suggested that federal leadership and financial support for unified and systematic development of staff and community competencies will be indispensable in advancing career education.

Career Education Activities and Results

The career education field is moving so quickly that any comprehensive listing of activities will be dated before its completion. One major effort at cataloging career education programs by NIE, Career Education Catalog, provides information of a wide variety of programs. A second NIE document notes "many changes are being energetically discussed and tried out on a

pilot scale, and education at all levels is yeasty with innovative, potentially effective ways of improving career choice, preparation and development." The Office of Education's Office of Career Education has collected and published many exciting and innovative examples of career education practices. Some examples of current practices include:

-- A ninth grade course in social economics, in Riverton, Wyoming, involves students in setting up a company, deciding on a product to produce, selling stock, producing and marketing the product, and using advertising and sales techniques.

-- In New Orleans, Louisiana the New Orleans Center for the Creative Arts is providing both career exploration and skill development opportunities for highly talented students in the visual and performing arts.

-- In the Lee County School System in Beattyville, Kentucky about 90% of all elementary schools are involved in awareness level career education integrating basic skill courses with career awareness activities.

-- The Los Angeles County Alliance for Career Education and Industry Education Councils of Los Angeles, California, represent more than 100 separate groups in business, industry, government and labor unions. The Alliance sponsors work experience, observation, and work-study activities for students, as well as a Career Expo, which provided career awareness information to 198,000 students in 1975. The Personnel Exchange Program allows teachers and counselors themselves to explore work environments, gaining their own hands-on experience of different work than teaching.

-- 87% of the graduating students at the Winston Churchill High School in Potomac, Maryland, begin college. Accordingly, the career education program focuses on managerial and professional lines of work. Some 150 seniors spend from 10-20 hours a week in the offices of professional/technical/managerial employers in both private industry and government.

-- An increasing proportion of students in five central schools in Cleveland, Ohio, were dropping out, eventually to continue the welfare cycle. A job Development program for non-college bound seniors offering a job preparation course, field trips and spring interviews with employers organized by the schools has succeeded in placing 90% of the participating students between June 1966 and June 1974, many of whom have used their earnings to continue their education part-time.

At present these programs affect relatively few students and fall short of the comprehensive and systematic changes needed in American education. Nonetheless they are representative of the innovative activity currently characterizing American education.

Because the concept is so new, there are few systematic evaluation studies completed, but some evidence is available. Results from public schools in Hamlin, West Virginia; Dade County (Miami), Florida; and Santa Barbara, California, found statistically significant differences in scores on standardized achievement tests favoring students who were exposed to career education over students in "traditional" programs. Other studies suggest that attitudes expressed by participants are positive and that students seem to be learning more.

Career Education and Postsecondary Education

Although primary emphasis in this report is directed at the K-12 age group, career education also plays a vital role at the postsecondary level. Increasing numbers of colleges, universities, community and junior colleges, vocational and technical schools and non-traditional educational programs have initiated career education activities that seek to increase the positive relationship between education and work and to equip their clientele with employment

skills. Prominent themes in these career education programs include 1) infusing career education in academic courses, 2) refocusing support systems such as career counseling and placement services, career information services and special programs for minorities, women and handicapped clientele and 3) establishing outreach into the community to secure the contributions of business, labor, and government.

Postsecondary schools and non-traditional educational institutions have identified, time and time again, certain needs if they are to implement career education programs. Among these are faculty development directed toward understanding career education; updating and recycling the delivery of career information (data and materials) to students; increasing the numbers of counselors in counseling centers, dormitories, career placement offices and updating their vocational testing, counseling, planning and placement skills; and preparation of individuals to initiate and develop internship and work related services.

Some current programs include:

-- At Abraham Baldwin Agricultural College in Tifton, Georgia, a new program, "Humanities for Technology Students" seeks to demonstrate the relevance of the humanities to the working world of technicians and middle level management personnel. A joint effort by the Social Science and Humanities Divisions, this program replaces the old general education requirements in history and English with a three-course sequence in the humanities. This new program strengthens the traditional emphasis on writing but also introduces literature and philosophy into career programs for the first time.

-- A wide variety of two and four years institutions offers students the opportunity to gain practical on-the-job experience with local business or industry through internships or cooperative work-study arrangements. The various opportunities are usually defined by the students' interests, talents, and needs and by the nature of the community or by its needs for workers. These programs are offered at many schools, including Olympic College, Seattle Community College, San Mateo Junior College, Ohio State University, Flint Junior College, Wittenburg University, and the nine colleges of the Los Angeles Community College District.

-- The Labor College, a division of New York's External degree institution - Empire State College, has opened a program for those working with labor union staffs. Labor College has three major elements: technical training through on-the-job experiences, professional study pertinent to the students' career needs, and a liberal arts component to teach "perspective." The curriculum includes courses in economics, collective bargaining, personnel practices, and related courses or experiences that help further the student's career interest.

-- At the University of Alabama under on O.C.E. Demonstration Grant, the University is currently engaged in a comprehensive demonstration effort aimed at implementing career education in a total university setting.

The career education contributions being made by postsecondary and non-traditional educational organizations are real and their benefits to students unquestioned. However, the Council's proposal for national legislation in career education is confined, at this time, to public elementary and secondary schools. While the Council recognizes the importance of installing career education programs at every education level, it believes that career education in elementary and secondary schools has progressed to the stage where the programs suggested by the proposal should be implemented as the logical beginning.

Options for Legislation

In the course of its deliberations, the NACCE considered various options for initiating legislation for extending federal leadership of career education. Among the general alternatives, each with subordinating variations were the following:

1. To recommend a technical revision and consolidation of existing laws pertaining to the concept of career education now found in numerous departments and agencies (Manpower, Labor, Health, Agriculture, for example, as well as the Office of Education).

2. To recommend large, new comprehensive law of substantial scale for the implementation of career education at all levels, Kindergarten through the college years to adult education.

3. To delimit the recommendation at this time to incremental moves designed to facilitate the development of staff and to formulate new relationships with the community, industry, labor and business.

The Council has, as evidenced by the foregoing pages, settled upon alternative three (3) above. This alternative sustains and enhances the role and authority of the Commissioner of Education as the resource for sharing research, encouraging staff development, increasing the awareness of the career education potential, and stimulating major new commitments by State and local authorities. In short, the proposal underscores the federal role as essentially one of leadership, with modest incentive funds for beginning a reform of the system.

Summary

That the American public has become increasingly aware of the need for career education is shown both by the response to recent polls and interest in career education pilot projects. Our analysis of current federal law indicates that the United States is ready for extending the developmental authority of the Commissioner through federal legislation, which, we believe, would further the integration of career concepts into the mainstream of American education. To achieve this goal, the NACCE proposes the adoption of new legislation designed to assist states in implementing career education and to provide support for the inservice training of teachers, counselors, and other educational policymakers. The members of the Council believe that this federal stimulus and incentive will enable career education to fulfill its promise of reform in American education.

Part III: The Membership and Activities of the Council

Legislative Manadate

Establishment of the National Advisory Council for Career Education (NACCE) was called for under Section 406(g) of Title IV of the Education Amendments of 1974 (Public Law 93-380). The Council is charged with responsibility for advising the U.S. Commissioner of Education on the implementation of Section 406 of Public Law 93-380. The Council is also responsible for carrying out such other advisory functions as it deems appropriate, including reviewing the operation of Section 406 and all other programs of the HEW Division of Education pertaining to the development and implementation of career education, evaluating their effectiveness in meeting the needs of career education throughout the United States, and determining the need for further legislative remedy in order that all citizens may benefit from the purposes of career education as prescribed in the Section 406. The Council is directed by law, as one of it's initial activities, to assess the current status of career education programs, projects, curricula, and materials in the United States and to submit to Congress, not later than November 1, 1975, a report on this assessment. The report is to include recommendations of the Council for new legislation designed to accomplish the policies and purposes set forth in Section 406 of Public Law 93-380.

Organizational Activities of the Council

During the fall of 1974 and the early spring of 1975, lists of potential Council members were reviewed and screened. The final selection and appointment of the Council members by the Secretary of Health, Education and Welfare were completed by the beginning of March, 1975. On March 10, 1975, an HEW news release was issued, announcing to the press the names of the public members appointed to the Council by the Secretary of Health, Education and Welfare.

The National Advisory Council for Career Education is composed of twelve public members appointed by the Secretary and nine nonvoting ex officio members. The initial membership of the Council, as established in March of 1975, is as follows:

National Advisory Council for Career Education

George F. Meyer, Jr.	Director of Career Education New Brunswick Board of Education New Brunswick, New Jersey 08902 (201) 745-5286 or 5250
Salvador Isada Paja	Los Angeles City Board of Education Specially Funded Programs 425 South San Pedro Street Los Angeles, California 90015 (213) 687-3691
Keith E. Smith	Director, Career Development & Research Delmarva Advisory Council Salisbury, Maryland 21801 (301) 742-9271
Larita Williams	311-B Dewaters Hall Kalamazoo College Kalamazoo, Michigan 49007 (616) 383-9462

Terms Expire November 1975

Gilbert L. Cano	Science and Energy Advisor to the Governor of New Mexico Santa Fe, New Mexico 87501 (505) 827-2221
J. Peter Devine	General Agent, Occidental Life of Calif. 604 Pioneer Building St. Paul, Minnesota 55101 (612) 222-5505
Marian LaFollette	Director, Federal Home Loan Bank of San Francisco 15745 Royal Oak Road Encino, California 91316 (213) 380-3131
Shirley Trusty	Supervisor of Cultural Resources New Orleans Public Schools 731 St. Charles Street New Orleans, Louisiana 70130 (504) 524-8592

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Sidney P. Marland, Jr.	President, College Entrance Examination Board 888 Seventh Avenue New York, New York 10019 (212) 582-6210
Larry J. Bailey	Professor Occupational Education Program Southern Illinois University Carbondale, Illinois 62901 (618) 536-2381
John W. Porter	Superintendent of Public Instruction State Department of Education Lansing, Michigan 48902 (517) 373-3354
Bruce Shertzer	Chairman, Counseling & Personnel Purdue University Lafayette, Indiana 47907 (317) 749-2273

Terms Expire November 197

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Dr. Kenneth B. Hoyt	Director/ Office of Career Education 7th and D Streets, S.W. Washington, D.C. 20202 (202) 245-2284
Dr. Frank Nassetta	Acting Administrator of the National Center of Educational Statistics Room 3073 FOB#6 400 Maryland Avenue, S.W. Washington, D.C. 20202 (202) 245-8703

EX OFFICIO MEMBERS (Continued)

Dr. Harold Hodgkinson	Director National Institute of Education 1200 19th Street, N.W. - Room 722 Washington, D.C. 20208 (202) 254-5750
Ms. Nancy Hanks	Chairperson National Foundation for the Arts 805 15th Street, N.W. Washington, D.C. 20506 (202) 634-6005
Dr. Ronald Berman	Chairperson National Foundation for the Humanities 805 15th Street, N.W. Washington, D.C. 20506 (202) 393-3111
Mr. John Thiele	Chairperson, National Advisory Council on Vocational Director Industrial and Community Relations The Whirlpool Corporation Fort Smith, Arkansas 72901 (501) 646-3421

COUNCIL STRUCTURE

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Chairman

JOHN W. PORTER
Vice Chairman

JOHN LINDIA (Government Employee)
Delegate

Survey and Assessment Committee

Larry Bailey, Chairperson
Keith E. Smith
Larita Williams
Bruce Shertzer

Legislative Committee

J. Peter Devine, Chairperson
George F. Meyer, Jr.
Salvador Isada Paja

Reports Committee

Marian LaFollette, Chairperson
Gilbert Cano
Shirley Trusty

Ad Hoc Committee On Plans by NIE to Commit Resources to Career Education for Fiscal 77

John W. Porter, Chairperson
Gilbert Cano
Bruce Shertzer

Council Meetings

The first meeting of the National Advisory Council for Career Education was convened on March 31 and April 1, 1975, under the Chairmanship of Dr. Sidney P. Marland, Jr., at which time the Council focused its attention to developing a common understanding of career education. Four subsequent meetings have been held on May 14 and 15, July 22, September 30, and October 21, 1975. The Legislative Committee held a special meeting on July 25. On two occasions the Council has been invited to offer testimony before Congress (Subcommittee on Education, House Committee on Education and Labor, May 20, 1975 and Subcommittee on Education, Senate Committee on Labor and Public Welfare, July 30, 1975).

NACCE Committee on Survey and Assessment

In March the Office of Planning, Budgeting and Evaluation of the Office of Education, with participation by the Council's Survey Committee, issued an RFP for a survey and assessment of the current status of career education as called for under Section 406. The American Institute of Research in Palo Alto, California, was awarded the contract to conduct the national survey and assessment of career education. The Survey and Assessment Committee of the Council has been involved from the beginning in the design and monitoring process of the project and has periodically reported its progress at Council meetings.

Commissioned Papers

The National Advisory Council for Career Education has commissioned a total of fourteen papers and studies on a number of important issues relating to career education. Through these papers the Council seeks to gather information which will increase the effectiveness of the Council's own activities, to close the knowledge gaps for the Office of Career Education staff, and for possible public dissemination. The following papers have been commissioned:

1. "The Efficacy of Career Education, Career Awareness," Dr. Elvis H. Arterbury

2. "The Efficacy of Career Education, Academic Achievement," Ms. Rita Bryant

3. "The Efficacy of Career Education, Career Decision-Making," Dr. Michael J. Masucci

4. "The Efficacy of Career Education, Other Ways of Assessing Effectiveness," Ms. Cherylynn Schager

5. "The Emerging History of Career Education: A Summary View," Dr. Edwin L. Herr

6. "An Analysis of State Laws on Career Education and Pending State Legislation," Dr. David Jesser

7. "Doctoral Research Studies Related to Career Education," Dr. Robert Worthington

8. "An Analysis of Federal Legislation Bearing on Career Education," Dr. Melvin L. Barlow

9. "Key Concepts to be Addressed by NACCE," Dr. Joel S. Berke

10. "Analysis and Synthesis of Existing Career Education Legislation," Dr. Joel S. Berke and Mr. Terry W. Hartle

11. "The Implementation and Administration of a Federal Career Education Program," Mr. Terry W. Hartle

12. "Proposals for Career Education Legislation," Dr. Melvin Barlow

13. "Career Education and the Future," Mr. Raymond G. Wasdyke

14. "Career Education: An Idea Whose Time has Come," Mr. Terry W. Hartle and Dr. Joel S. Berke

Ad Hoc Committee on Plans by the National Institute of Education to Commit Resources to Career Education for Fiscal 1977

Realizing the importance and direct relationship of the proposed FY 77 Education and Work activities of the National Institute of Education, a special ad hoc committee was created to study NIE's proposals for future actions and to report to the Council their findings. The Council upon recommendation

of the committee endorsed the NIE FY 1977 Program Plan and urged wide support for NIE's attention to career education research and development.

Reports Committee and Legislative Committee

A major priority of the Council has been to prepare legislative recommendations to Congress as mandated in Public Law 93-380. Both the Legislative Committee and the Reports Committee have been deeply involved in this lengthy process. The need for coordinating existing legislation relating to career education has been examined, pending legislation which directly or indirectly bears upon career education has been analyzed, and proposals for new legislation have been carefully formulated and written.

A special meeting of the Legislative Committee was held on July 25, 1975, to study the preliminary reports of several consultants and to receive suggestions and advice from a diversity of organizations and individuals knowledgeable in the field of career education. The Chairman of the Council, Dr. Sidney P. Marland, Jr., testified before the Subcommittee on Education of the House Committee on Education and Labor on May 20, 1975, and before the Subcommittee on Education of the Senate Committee on Labor and Public Welfare on July 30, 1975.

The preceding report includes the rationale for and specific legislative recommendations adopted by the National Advisory Council for Career Education.